# **CITY OF MUSKEGON ACTION PLAN 2013**

July 1, 2013 – June 30, 2014

### **GENERAL**

#### **EXECUTIVE SUMMARY**

The Executive Summary is required. Include the objectives and outcomes identified in the plan and an evaluation of past performance.

The City of Muskegon, and more specifically the Community and Neighborhood Services office, has experienced success in meeting our established annual goals that were created in the 2011 – 2016 Consolidated Plan.

To provide its residents with the ability to live in safe, decent, sanitary and attractive housing situations with assurance that neighborhood preservation and enhancement is the City's mission. In addition, we will assist local nonprofits and social agencies in delivering their services to low/moderate income residents as an example of annual activities undertaken by the City of Muskegon to promote the overall well-being of this community. This Plan will describe eligible programs, projects and activities funded and expected to be made available during the third program year.

In recent years, our allocation has diminished to the level of funding that supports programs administered by City of Muskegon staff and only 1 outside agency/ subrecipient. As a result, we provide services to our citizens at large and track performance goals delivered by varied activities funded with CDBG or HOME dollars.

Some of our neighborhood associations have created positive programs within their community to bring neighbors together and provide positive outlets for the youth. Our Planning and Economic Division is spearheading the changes we are continuing to see as our downtown re-blossoms into a "place" centered area for education, arts, and potential housing opportunities for moderate income families.

### **GENERAL QUESTIONS**

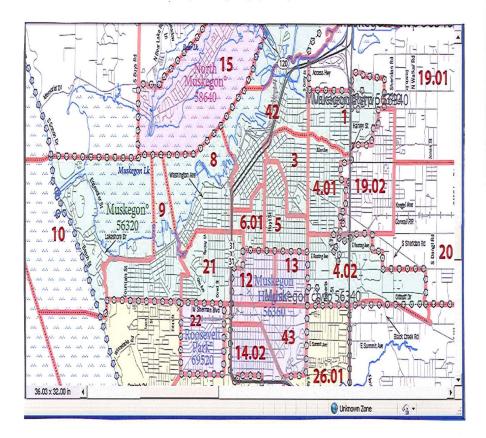
1. Describe the geographic areas of the jurisdiction (including areas of lowincome families and/or racial/minority concentration) in which assistance will be directed during the next year. Where appropriate, the jurisdiction should estimate the percentage of funds the jurisdiction plans to dedicate to target areas.

The majority of the City has been declared a low/moderate-income eligible area. Roughly 11 square miles of a City that is 18 square miles in total dimension is classified as a low/moderate-income area. In other words, these areas within the City of Muskegon have at least 51% low/moderate-income residents living in the specific neighborhoods of the City. For the last 10 years, the City of Muskegon has allocated its CDBG/HOME funding by need, not by area jurisdiction; although the significance of the funding is still allocated to persons who have low/moderate incomes.

It is expected that the 2010 Census will reveal that the low-moderate population has continued to increase throughout the City. No one will be surprised to see that the minority concentration exists in most of our neighborhoods but the areas where we see a greater need are in Census Tracts: 1, 3, 4.01, 5, 6.01, 8, 9 and 42.

## 2010 CENSUS CENSUS TRACT REFERENCE MAP MUSKEGON COUNTY

City of Muskegon- highlighted in green



2. Describe the basis for allocating investments geographically within the jurisdiction (or within the EMSA for HOPWA) (91.215(a)(1) during the next year and the rational for assigning the priorities.

The distribution of funding in the City of Muskegon is not targeted to a particular area or neighborhood. The funding is allocated on an availability basis and need. In other words, any household that meets the income guidelines of their total household income, low/moderate is eligible for services and in most instances an owner-occupied single family dwelling.

#### CDBG PROJECTS/ACTIVITIES - 2013

REHABILITATION – HOUSING  Emergency Repair  Vinyl Siding  Service Delivery	\$241,315	30%
GENERAL ADMINISTRATION General Administration	\$157,292	20%
BOND REPAYMENT Fire Station	\$156,288	20%
PUBLIC SERVICES  Recreation Programs Sub-recipient Grants Summer Interns	\$ 78,000	10%
CODE ENFORCEMENT – NEIGHBORHOODS  Code Inspections  Residential Clearance	\$ 100,000	13 %
PUBLIC FACILITIES  Commercial Facade Improvement Affirmative Action Street Construction	\$ 51,986	7 %
TOTAL	\$ 786,463	100%

3. Describe actions that will take place during the next year to address obstacles to meeting underserved needs.

The City will continue to allocate funding to the underserved population of the City through several different mechanisms. The first is housing, which includes the Priority Housing Repair and Vinyl Siding programs. Both of these activities address low/moderate-income households. The second component is the funding allocated to other City of Muskegon departments that target the underserved population of the community. The Planning Department offers recreational activities to low/moderate-income youngsters and their families. Another neighborhood reutilization component that Planning offers will assist neighborhoods with the demolition and securing of blighted and accessible structures.

The Engineering Department will use CDBG funds to help with the cost of replacing a street in areas that currently have deteriorated and blight with a population that is at least 51% low/moderate-income: Census tract 6.01, 42

Throughout the five-year planning period, the City will collaborate when possible with service agencies in our community to help address many of the social issues and obstacles that the underserved residents encounter for basic needs. Some areas are health, housing, food, utilities, employment, accessibility but most importantly neighborhood redevelopment activities and youth services. Love In The Name of Christ has helped families with rent, utilities, and in most cases, financial counseling. This is an important factor to aid struggling families in financial distress.

4. Identify the federal, state and local resources expected to be made available to address the needs identified in the plan. Federal resources should include Section 8 funds made available to the jurisdiction, Low-Income Housing Tax Credits, and competitive McKinney-Vento Homeless Assistance Act funds expected to be available to address priority needs and specific objectives identified in the Strategic Plan.

The City's Community Development Block Grant (CDBG) program is annually funded to address the City's short and long-term goals, needs and priorities. The City of Muskegon proposes to undertake activities during the 2013 - 2014 program year described as follows and based on a CDBG fund amount of \$ 786,463:

### **Housing Priorities #1 Proposed Projects**

#### \$157,292 Housing Rehab – Priority Housing Repair Program.

Assist low-moderate income homeowners for the repair of single-purpose housing deficiencies that pose a serious threat to health and safety.

**Locations:** City/Community Wide

Targeted Outcome: 30 Housing Units

#### \$40,000 Housing Rehab - Siding Program.

To provide vinyl siding to low-moderate income owner-occupants of single-family housing units

**Locations:** City/Community Wide **Targeted Outcome:** 8 Housing Units

#### \$60,000 Housing Rehab - Service Delivery Costs.

For the administration of housing rehab programs associated with the housing rehab activities: applications/liens/inspections/file maintenance

Location: City/Community Wide

Targeted Outcome: 60-80 Households

### Non-Housing Priorities & Proposed Projects

#### \$50,000 Residential Clearance/Board-up.

Funding for the board-up and demolition of vacant, sub-standard structures that are not suitable for rehabilitation in accordance with City ordinances with respect to property maintenance and neighborhood blighting influences-

Locations: Census Tract 1- Marquette; 2 - Jackson Hill; 3 -Angell; 5 - McLaughlin; 6.01 - Nelson Neighborhood; and 42 -North Nelson/Jackson Hill

Targeted Outcome: 25 Housing Units

#### \$50,000 Code Inspections.

The enforcement of Code compliance issues relative to neighborhood stabilization and sustainability specific to targeted neighborhoods of (1) one Code enforcement officer

**Locations:** Census Tract 3 – Angell Neighborhood; Census Tract 5 - McLaughlin; Census Tract 42 - Jackson Hill; Census Tract 1 -Marquette: Census Tract 6.01 and 42 Nelson Neighborhood

Targeted Outcome: 100 Households

#### \$156,288 Fire Station Bond Repayment.

For payment of bond authority funds toward completion of the Shoreline Drive project, to be used for real property acquisition of affected properties

**Location:** Census Tract 7 – Central Business, high-rise Senior Apartment

**Targeted Outcome:** Area Redevelopment

### **Public Improvements Proposed Projects**

Proposed projects will provide the impetus to insure the continued maintenance and upgrading of the City's infrastructure, economic development support and transportation in a targeted low-income census tract as follows:

#### \$ 51,986 **Street Improvement**

Location: Census Tracts 1, 2, 3, 5, 6.01

Targeted Outcome: 11 households effected, area residents included

#### \$ 10,000 **Commercial Façade Improvement:**

Financial assistance to businesses in the low-income housing areas with exterior business improvements

**Location:** Census Tracts, 1, 2, 3, 4.01, 6.01 and 42

Targeted outcome: 2 businesses

#### \$ 10,000 **Affirmative Action Activities**

Cover time, operations and assistance for economic development for City of Muskegon businesses, Davis-Bacon projects, Employment and Recruitment

### **Public Services & Economic Development**

Proposed projects will support community-based organizations by promoting neighborhood self-sufficiency and meet the under-served needs of special needs populations such as youth, the elderly, persons with disabilities and the homeless and low-income residents.

#### \$78,000 **Recreation Programs.**

Funding of core-city youth recreation programs. Activities include summer/winter swimming, gym activities, basketball, family recreation, indoor soccer, and summer playground programs

Location: Census Tract 42 – Jackson Hill; 3 – Angell; 4 – East Muskegon; 5 – McLaughlin; 6.01 – 6.02 Nelson

Targeted Outcome: 500 Youth

#### \$ 8,000 Special Projects/Sub-recipient Organizations.

Programs for low-income residents with housing needs specific to ramps and utility/rent assistance

**Location:** City/Community Wide

Targeted Outcome: 16 Households

#### \$ 1,004 **Summer Intern/Economic Development**

Support college student for summer months with job experience and stipend pay for economic job creation

Location: City of Muskegon resident

**Targeted Outcome:** 1-2 students

### Management

#### \$157,292 Management & Coordination.

Management, oversight and coordination of CDBG activities. Funding includes cost of staff salaries and fringe benefits, office supplies, equipment and contingency

### MANAGING THE PROCESS

1. Identify the lead agency, entity, and agencies responsible for administering programs covered by the consolidated plan.

The Community and Neighborhood Services Department is the administering entity for the City of Muskegon's CDBG/HOME programs.

2. Identify the significant aspects of the process by which the plan was developed, and the agencies, groups, organizations, and others who participated in the process.

The development of the initial plan consisted of agency meetings, some surveys, neighborhood meetings and organized citizen groups. Annually. collaboration has included entitlement cities, and together we organize a community agency meeting to obtain information, as well as discuss our future funding limitations and trends identified as service organizations.

3. Describe actions that will take place during the next year to enhance coordination between public and private housing, health, and social service agencies.

The City of Muskegon Community and Neighborhood Services office has representation on varied service coalitions/boards within the county. Those platforms include:

- a. Continuum of Care
- b. Call 2-1-1
- Housing Affordability Committee C.

It is the goal of the City to gather information and to coordinate services in our community. This always encompasses other agencies with like-minds, dedicated to serving low-income households.

### CITIZEN PARTICIPATION

1. Provide a summary of the citizen participation process.

The City of Muskegon's citizen participation process begins with a Citizen's District Council (CDC). We meet monthly, excluding the summer months of July and August, to discuss our programs and review reports for CDBG/HOME Programs. The group is a volunteer board made up of local citizens representing the 4 Ward voting precincts. Minutes from the CDC meetings are available online at the City's website.

In early to late April, public notices advertise the availability of the next fiscal year Action Plan in an effort to obtain comments and feedback from the public concerning the proposed activities for the coming fiscal year. Prior to City of Muskegon Commission approval, a hearing is scheduled to offer the public an opportunity to speak prior to Commission approval.

Later in September, the CNS office holds another public hearing to discuss the activities and accomplishments of the past fiscal year. The Consolidated Annual Performance Evaluation Report (CAPER) is prepared and publicized in our local paper for public comment.

2. Provide a summary of citizen comments or views on the plan.

At the May 14, 2013 City Commission meeting the following comments were made.

During the public comment period, the following comments were made:

3. Provide a summary of efforts made to broaden public participation in the development of the consolidated plan, including outreach to minorities and non-English speaking persons, as well as persons with disabilities.

The City of Muskegon attempts to outreach to the minority community through several media outlets which include the local radio and newspapers, and as an alternative method, we have offered workshops, trainings, open houses and fairs to broaden public participation.

4. Provide a written explanation of comments not accepted and the reasons why these comments were not accepted.

No comments have been refused. However if we receive vulgar messages and what is perceived inappropriate input, we will not accept those kind of comments.

### INSTITUTIONAL STRUCTURE

1. Describe actions that will take place during the next year to develop institutional structure.

The CNS office is continuing to develop its institutional structure by reviewing its policies and procedures and revising them when needed. Consistency in delivery of services is required in delivering quality programming and frequent updates strengthen our structure.

#### MONITORING

1. Describe actions that will take place during the next year to monitor its housing and community development projects and ensure long-term compliance with program requirements and comprehensive planning requirements.

All subrecipients are required to submit quarterly or semi-annual reports throughout the fiscal year. If a serious occurrence is discovered, by reviewing the reports, a telephone call is made to the subrecipient to discuss the issue. If the issue cannot be corrected through a telephone call, a special monitoring visit will be scheduled to 'clear' the issue as promptly as possible. If no issues arise during the fiscal year, a monitoring visit is scheduled in May of each year for all subrecipients/CHDO's.

#### LEAD-BASED PAINT

1. Describe the actions that will take place during the next year to evaluate and reduce the number of housing units containing lead-based paint hazards in order to increase the inventory of lead-safe housing available to extremely low-income, low-income and moderate-income families, and how the plan for the reduction of lead-based hazards is related to the extent of lead poisoning and hazards.

In October 2011, it was announced that the Public Health Muskegon County agency was the recipient of a Lead Hazard Reduction Program (MCLHRP) from the U.S. Department of Housing and Urban Development. We agreed to partner with them to satisfy match funding.

Utilizing both funding sources, CDBG and HOME, are used when available to cover homeowner's extra costs and offer 50% match to landlords through our HOME Rental Rehab.

As a requirement of any HOME funded project we require lead testing; and abatement is preferred if any lead hazards are found. It has been beneficial for our applicants to start with the MCLHRP to stretch our grant dollars.

#### HOUSING

#### SPECIFIC HOUSING OBJECTIVES

1. Describe the priorities and specific objectives the jurisdiction hopes to achieve during the next year.

#### **HOME PROJECTS/ACTIVITIES – 2013**

HOME CHDO's	\$126,000	54%
HOME Rental Rehabilitation	\$ 20,000	9 %
HOME Administration	\$ 23,398	10%

27% **HOME Infill Housing** \$ 64,586

TOTAL \$233,984 100%

#### Recapture provisions

The City elects to adopt the recapture of the homebuyer subsidy. The homebuyer subsidy will be forgiven by the City at a rate of 1/180 per month throughout the term of the affordability period. Upon sale of the property by the homeowner within the affordability period, the homeowner will be required to repay a prorated portion of the HOME funds used to subsidize the purchase of the home.

The property owner's return on investment at the point of sale will include:

- The amount of the homebuyer's down payment made from their own resources
- The amount of mortgage principle repaid at the time of resale
- The appreciated value of the property (Appraised value at resale less the appraised value of the property at the time of purchase by the homeowner).
- 2. Describe how Federal, State, and local public and private sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by this Action Plan.

The majority of the expected funding will be directed in a variety of ways to attack the issues of concern to the Muskegon community. The main focus will be targeted in areas that are in correlation with the established objectives suggested in the 2011- 1016 Consolidated Plan: housing maintenance, youth services and neighborhood redevelopment. The City of Muskegon has no match requirement.

#### **NEEDS OF PUBLIC HOUSING**

1. Describe the manner in which the plan of the jurisdiction will help address the needs of the public housing and activities it will undertake during the next year to encourage public housing residents to become more involved in management and participate in homeownership.

Working with the Muskegon Housing Commission (MHC) staff, the City of Muskegon presents our program to the tenants of their apartment facility in hopes that more public housing residents will offer suggestions and input. We also hope to highlight homeownership opportunities for Voucher assisted families to partner in the Homebuyer's Program offered by MHC.

As much as possible, we want to present interested public housing residents with employment options as a Section 3 employee through our construction project contractors.

2. If the public housing agency is designated as "troubled" by HUD or otherwise is performing poorly, the jurisdiction shall describe the manner in which it will provide financial or other assistance in improving its operations to remove such designation during the year.

The Muskegon Housing Commission is not listed as a 'Troubled' housing authority.

#### BARRIERS TO AFFORDABLE HOUSING

1. Describe the actions that will take place during the next year to remove barriers to affordable housing.

The CNS office will continue to offer its' new and rehabilitated housing at significantly reduced prices. In addition, as long as funding is available, we will low/moderate-income residents with opportunities homeownership, occupancy and housing counseling to make housing affordable.

The office has a Lease with Option to Purchase program for some of our houses, and counseling referrals for mortgage ready families through our HOME program.

### 2. Fair Housing

The City of Muskegon and the CNS office continue to affirmatively advocate fair housing in the City of Muskegon. Some of the impediments that were identified in the last Fair Housing Analysis produced for the City of Muskegon were the following:

- a. Insufficient income
- b. Large family size
- c. Unstable employment
- d. Insufficient knowledge of availability
- e. Race

No funding will be set aside to utilize the Fair Housing Center of West Michigan (FHCWM) but we will coordinate with the County of Muskegon and the other entitlement cities of Muskegon Heights and Norton Shores to commission FHCWM to provide us with another Fair Housing Analysis study. The City of Muskegon is working diligently to improve the overall economic health of the City.

It is the opinion that if the overall economic health of the City improves, we may see improvement from our past deficiencies.

#### **HOMELESS**

### SPECIFIC HOMELESS PREVENTION ELEMENTS

1. Sources of Funds - Identify the private and public resources that the jurisdiction expects to receive during the next year to address homeless needs and to prevent homelessness. These include the McKinney-Vento homeless Assistance Act programs, other special federal, state and local and private funds targeted to homeless individuals and families with children, especially the chronically homeless, the HUD formula programs, and any publicly-owned land or property. Please describe, briefly, the jurisdiction's plan for the investment and use of funds directed toward homelessness.

State Emergency Shelter Grant (ESG) funds are allocated to three non-profits: Every Woman's Place, West Michigan Therapy and Bethany Housing-Community enCompass. Additional funds are made available for Emergency Shelter agents from time to time, but the group does not receive direct assistance from the City of Muskegon.

2. Homelessness – In a narrative, describe how the action plan will address the specific objectives of the Strategic Plan and, ultimately, the priority needs identified. Please also identify potential obstacles to completing these action steps.

The 2013 Action Plan is in correlation with the City's objectives and goals documented in the 2011 - 2016 Consolidated Plan. At this time the only obstacle that the CNS office sees to addressing the needs of the potential homeless and the homeless population of the community is the continued reduction of available funding.

3. Chronic homelessness - The jurisdiction must describe the specific planned action steps it will take over the next year aimed at eliminating chronic homelessness. Again, please identify barriers to achieving this goal.

Some of the specific plans that the City of Muskegon intends to use to eliminate chronic homelessness have been to work and participate as a member of several local coalitions whose main objective is to end homelessness. Some of those coalitions are the Muskegon County Continuum of Care, the Human Service Group, Call 2-1-1 and the Housing Needs Council.

Along with working with the above mentioned coalitions, the City will continue to offer assistance to homeowners for housing repairs that could possibly cause them to become homeless.

4. Homeless Prevention – The jurisdiction must describe its planned action steps over the next year to address the individual and families with children at imminent risk of becoming homeless.

The City of Muskegon is attempting to market its Rental Rehabilitation program to landlords. The CNS office was very successful in marketing both the Rental Rehab program along with the Muskegon County Lead Hazard Reduction Program and will continue to promote this opportunity to produce decent, safe and affordable units for families. The combining of the grants not only improves the aesthetics of the dwellings, it also makes the housing units Lead safe and more affordable for renters because of the affordability statue.

Producing these types of units is a win- win for housing service agencies who are looking for placements for their ESG clients. Available units will prevent this population from becoming homeless.

5. Discharge Coordination Policy – Explain planned activities to implement a cohesive, community-wide Discharge Coordination Policy, and how, in the coming year, the community will move toward such a policy.

It was stated in the previous Action Plans that our Continuum of Care agency is in partnerships with housing service agents to establish a county Community Discharge Coordination Policy. The coalition is currently designing and will develop a policy for the community to adhere to.

#### COMMUNITY DEVELOPMENT

#### COMMUNITY DEVELOPMENT

1. Identify the jurisdictions priority non-housing community development needs eligible for assistance by CDBG eligibility category specified in the Community Development Needs Table (formerly Table 2B), public facilities, public improvements, public services and economic development.

We will provide funding for the resurfacing of a street in Census tract # 6.01 which is directly in front of the City of Muskegon's Muskegon High School. It will affect 11 households during the construction phase and should be complete before school re-opens in the fall.

2. Identify specific long-term and short-term community development objectives (including economic development activities that create jobs), developed in accordance with the statutory goals described in Section 24 CFR 91.1 and the primary objective of the CDBG program to provide decent housing and a suitable living environment and expand economic opportunities, principally for low- and moderate-income persons.

At this time, the short and long-term Community Development objectives are the same as those created in the Consolidated Plan managed through our Planning department. More than 70% of our CDBG funds are invested in neighborhoods and for families of low to moderate incomes.

### ANTIPOVERTY STRATEGY

1. Describe the actions that will take place during the next year to reduce the number of poverty level families.

In addition, the CNS office is working on several other initiatives to try and attack the unemployment problem in the community, especially as it relates to our youth. We will continue to sponsor Job Fairs for under-employed, public housing residents, and youth who live in our low-income census tract neighborhoods.

We want to strengthen, promote and encourage participation from minority and women contractors. This aim is reached when we publicize announcements for job fairs, in papers and publications read by specific minority populations: Spanish speaking, African American, etc. Cinco de Mayo, Muskegon Business Association.

As mentioned before, the City continues to work with other service providers and to assist youth programs within our neighborhoods through grant dollars as long as available funding is accessible. Creating employment opportunity for our youth while empowering them to interact with others in a positive manner is the strategy that has worked and we are supporting this effort in 2013.

#### NON-HOMELESS SPECIAL NEEDS HOUSING

### NON-HOMELESS SPECIAL NEEDS (91.220 (c) AND (e))

1. Describe the priorities and specific objectives the jurisdiction hopes to achieve for the period covered by the Action Plan.

It is hoped that the CNS office can establish partnerships to address nonhomeless special needs but at this time, the opportunity has not presented itself.

Affirmative Action (231)724-6703 FAX (231)722-1214

Assessor (231)724-6708 FAX (231)726-5181

Cemetery (231)724-6783 FAX (231)726-5617

City Manager (231)724-6724 FAX (231)722-1214

Civil Service (231)724-6716 FAX (231)724-4405

Clerk (231)724-6705 FAX (231)724-4178

Comm. & Neigh. Services (231)724-6717 FAX (231)726-2501

Engineering (231)724-6707 FAX (231)727-6904

Finance (231)724-6713 FAX (231)724-6768

Fire Department (231)724-6792 FAX (231)724-6985

Income Tax (231)724-6770 FAX (231)724-6768

Info. Technology (231)724-4126 FAX (231)722-4301

Inspection Services (231)724-6715 FAX (231)728-4371

Leisure Services (231)724-6704 FAX (231)724-1196

Mayor's Office (231)724-6701 FAX (231)722-1214

Planning/Zoning (231)724-6702 FAX (231)724-6790 2. Describe how Federal, State, and local public and private sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by this Action Plan.

As stated earlier, the funding available in the community, especially the funding that is funneled through the CNS office, will be used to address the needs identified in the 2011 – 2016 Consolidated Plan and subsequent Action Plans.

Reasonable expectations are that the Public Health Muskegon County agent will continue to apply for Lead grants for the Muskegon County Lead Hazard Reduction Program (MCLHRP) for which we have been a match partner. In addition, we hope to continue our Rental Rehabilitation Program for MCLHRP applicants as a 50% match for necessary rehabilitation outside the scope of lead.

We will coordinate resources with our Human Resource agency for the citizens of our community as well as collaborate with other service agencies to assist our residents in need.

### **OTHER NARRATIVE**

Include any Action Plan information that was not covered by a narrative in any other section.

We are in pursuit of attaining a HOME Consortium for the County of Muskegon for fiscal year 2014. If successful, the City of Muskegon will lead the charge to produce affordable housing units in communities through the county. We have already signed agreements with the cities of Norton Shores and Roosevelt Park and we anticipate the other cities and townships within Muskegon County will participate in the near future.

### **Determination of Contiguity – Muskegon HOME Consortium**

This serves to certify that the Cities of Muskegon, Norton Shores and Roosevelt Park which are the initial members of the above referenced proposed consortium have boundaries that are contiguous. The HOME Investment Partnership program requires as one of the conditions for eligibility that the local governments of the proposed consortium must be geographically contiguous according to the Census Bureau or other authoritative maps. A river or other body of water may separate the consortium members if there is a road or a bridge that makes them contiguous.

Please see attached map based on Census Bureau data that verifies the contiguity of the proposed consortium members. Let me know if you require any additional information or have any questions.

# Municipalities in the Metropolitan Area of Muskegon / Norton Shores

